FOREST RESOURCES COMMISSION

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FOREST RESOURCES COMMISSION

LAND USE PLANNING FOR BRITISH COLUMBIA

A.L. (Sandy) Peel, Chairman

December 1991

Forest Resources Commission

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December 18, 1991

The Honourable Dan Miller
Minister of Forests
Parliament Buildings
Victoria, B.C.
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Dear Mr. Miller:

By letter dated September 24, 1991, the Minister of Forests requested the British Columbia Forest Resources Commission to provide him (and through him the government) with a detailed discussion of how land use planning, as recommended by the Commission in its report of April 1991, might be implemented. We were specifically asked how local, regional and provincial objectives and concerns can be best recognized by, incorporated in, and reconciled through a land use planning process in the short and long term.

In seeking to respond to that request, the Forest Resources Commission sought out and engaged consultants experienced in the land use planning process. In carrying out their task, the consultants worked closely with Commission staff and met on two occasions with the Commission as a whole. The Commission is satisfied that the consultants had a clear and accurate understanding of the thinking that lay behind the Commission's recommendations concerning land use planning and that they have reflected that understanding in their report.

While generally accepting and supporting the consultants' report as an acceptable and reasonable way for the province to implement comprehensive land use planning, there are several comments the Commission considers pertinent to a full understanding of the Commission's views on this issue. Those comments are appended hereto.

With those comments, the document entitled **A Land Use Planning System for British Columbia, A Report prepared for the Forest Resources Commission by Bruce Fraser, Salasan Associates Inc., and Gordon Erlandson, Erlandson & Associates,**

is respectfully submitted in the belief that it will contribute significantly to the creation of comprehensive land use planning in British Columbia.

Yours sincerely,

A. L. (Sandy) Peel
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Commissioner

Comments on the Report entitled,

A Land Use Planning System for British Columbia

In carrying out its mandated task concerning land use planning, the British Columbia Forest Resources Commission carefully reviewed the work of the consultants engaged to prepare the detailed report. As a result of that review, the Commissioners wish to comment on several aspects of the report as follows:

- **Land Use Planning vs. Forest Stewardship**

  In their discussion of land use planning at the district and regional level, the consultants have correctly pointed out that there is a close relationship between land use planning activities and the management practices that must be applied to particular resources. They go so far as to note, correctly in the Commission's view, that there will be trade-offs between land use designations and management practices. At the local and regional level, resource managers will, by definition, become directly involved in land use planning.

  The Commission wishes to emphasize, however, that while resource managers will provide necessary and vital input into the planning process, care must be taken not to blur the two functions. The managers' prime responsibility is to manage the resource in a manner consistent with a series of pre-conditions and to be accountable for their actions. One of the significant pre-conditions will be the Land Use Plan. Those responsible for land use planning, therefore, must be careful not to encroach into or in any way usurp the manager's responsibility. Equally, land use planning should not be seen as a way to take over tenure administration from those currently charged with that responsibility.

  While those responsible for land use planning will, of necessity, monitor management practices to see that they are consistent with the plan, they should not be responsible for the audit of management or stewardship practices. The Commission believes that this is best left to independent public audit as recommended in its April 1991 report to government on **The Future of Our Forests**.

- **Local vs. Regional Balance in Land Use Planning**

  The consultants have suggested that subject to operating within overall provincial goals, objectives, policies and standards, the focal point of the proposed land use planning system is at the district or local level. This is consistent with the Commission's earlier stated views. The consultants also appear to suggest a fairly major land use planning activity at the regional level. The Commission is opposed to a full-blown regional organization on top of local land use planning organizations as we believe that this could lead to an overblown bureaucracy and duplication of activities.

  The Commission believes that in implementing a land use planning structure great care must be taken to define clearly the responsibilities of each level in the process. To this end, we can see the need to define a set of regional land use goals within provincial guidelines and to resolve inter-district conflicts as they emerge. These regional functions should not replicate any of the local land use planning functions.

- **An External vs. Internal Land Use Planning Agency**

  In appendix I where the consultants describe a generic land use planning model, both an external and internal land use planning agency are described. The consultants suggest that the external model proposes a structural solution where 'priority is placed upon addressing the public concern for independent leadership.' They suggest that the internal model is more process-oriented and might be more effective in co-ordinating resource management activities between the various line ministries. They further suggest that the Co-ordinating Committee might minimize costs.

  The Commission has noted these two points of view and wishes to go on record as strongly supporting the external model. It is our view, based on all the evidence collected from submissions, hearings and workshops that the public will only accept land use planning if it is seen to be separate from the line ministries whose advocacy positions are viewed as being strongly counter productive to land use planning for all values and true integrated management. In this respect, the Commission is of the view that either a totally separate Land Commission, similar to the Agricultural Land

Commission and responsible to the Cabinet Committee on Sustainable Development (or a Land Use Secretariat responsible to that same Cabinet Committee) is absolutely necessary if land use planning and land use conflict resolution are to be successful.

- **Land Use Planning Resources and Staffing Levels**

On reading the consultants' report, the Commission is left with the impression that land use planning carried out under the Land Commission model (or Land Use Secretariat) will require a new and large bureaucracy. They suggest that the most economical way of meeting these staffing requirements would be by secondments from line ministries.

We must emphasize that, in our view, a new and large bureaucracy is not required. There is an identifiable land use planning function of sorts in most line ministries with responsibilities for the land base. These activities should be identified, together with staff and other resources, and transferred to the Land Commission on a permanent, not seconded basis.

We believe if staff are merely seconded, it implies that eventually they will return to the line ministries to perform similar functions, thus leaving duplicate and competing land use processes in place.

The Commission wishes to go on record as stating that the permanent staff of the Land Commission need not be large. Although relatively large resources will be required in order to get the first land use plans in place, many of the staff resources needed should be hired on short-term contracts for that specific, one-time task.

A LAND USE PLANNING SYSTEM FOR BRITISH COLUMBIA

A Report prepared
for the
Forest Resources Commission

by

Bruce Fraser
Salasan Associates Inc.

SALASAN

Gordon Erlandson
Erlandson & Associates

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December 1991

LETTER OF TRANSMITTAL

Mr. A.L. Peel,
Chairman,
Forest Resources Commission,
700-747 Fort Street,
Victoria, B.C.
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December 16, 1991

Dear Mr. Peel,

We are pleased to submit this report, **"A Land Use Planning System for British Columbia"** for consideration by you and the Commissioners. The report provides specific advice on how the Land Use Commission model proposed by the Forest Resources Commission could be designed to work in practice.

Yours truly,

Bruce Fraser
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We thank our colleagues Peter Eligh, FBM Consulting Ent., Norman MacLeod, Envirotech, Richard Roberts, Praxis Consulting Ltd., and Gary Runka, Land Sense Ltd. for their input and constructive review of the Forest Resources Commission's recommendations for a Land Use Commission. The authors remain solely responsible for the final content of this report.

Bruce Fraser, Salasan Associates Inc.

and Gordon Erlandson, Erlandson and Associates

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INTRODUCTION

This report provides advice to the Forest Resources Commission on how their proposal for a Land Use Commission in British Columbia could be made to work in practice. Other aspects of the Forest Resources Commission's recommendations are not addressed here.

Background

Since its inception in 1989, the Forest Resources Commission has been examining the state of British Columbia's forest land base and has recommended ways to improve its management. Following public consultation and the production of an options package, the Commission detailed its recommendations in the April 1991 report, *The Future of Our Forests*. The recommendations are based on a vision of the future in which

> **the forests of British Columbia will provide for the economic, environmental, social, and spiritual well-being of all British Columbians through successive generations.**

This vision embraces a land use ethic that the Forest Resources Commission has called "enhanced stewardship".

To turn this vision into practice, the Forest Resources Commission proposed that the province develop a comprehensive land use planning system that would be designed to meet the following objectives:

- Reduce conflicts over the use of the forest land base
- Improve the credibility of the processes by which land use decisions are made
- Identify the land uses that can be sustained over time

The land use planning system recommended by the Forest Resources Commission is based on a "Land Use Commission model", in which land use planning is convened by a legislated body separate from the line resource agencies[1] of government. Greater collaboration among all affected interests is a key component of the Commission's proposed model, as is the development of land use plans at the local level.

In September 1991, the Minister of Forests asked the Forest Resources Commission to revisit its land use planning recommendations with a view to presenting a more detailed set of proposals to the provincial government and the public. The Forest Resources Commission in turn contracted us to prepare this report.

Study Approach

Our terms of reference were to prepare a working model to embody the Forest Resources Commission's recommendations for a Land Use Commission contained in their report of April 1991, *The Future of Our Forests*.

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1 For example, the Ministry of Forests or the Ministry of Environment, Lands and Parks.

As a necessary first step in refining the proposed Land Use Commission model, we developed a set of design considerations for a "generic" land use planning model. The elaboration of this generic model served three purposes:

1. It made explicit the goals and principles that underlie the new directions in land use and resource management planning suggested by the public and current professional practice. For example, recent shifts in societal values about the natural environment and citizens' concerns about the credibility of government are identified and reflected in the goals and principles of the generic model.
2. It provided a framework in which the functions and structures of existing and proposed land use planning models could be evaluated to determine which components might best support the stated goals and principles.
3. It proposed a working relationship between land use planning and resource management planning that is already evident in current practice.

The design considerations for the generic model, which are detailed in Appendix 1, draw from our practical experience and that of other consultants. The design considerations also draw from the experience of practitioners within land use planning systems in other jurisdictions such as Alberta, Ontario, Manitoba, Oregon, and the U.S. National Forests.

Details of the proposed Land Use Commission model were developed in accordance with these design considerations. The resulting recommendations describe how a Land Use Commission model could be created and implemented in British Columbia.

MAJOR FEATURES OF THE PROPOSED LAND USE COMMISSION MODEL

This section presents a brief summary of the major design considerations and structural components of the proposed Land Use Commission model. It should be read in conjunction with the rest of the report, which details how the components would operate.

The land base over which this model would apply is seen by the Forest Resources Commission to encompass both Crown and private lands.

> The Commission has also concluded that the Land Use Plan must apply to the entire province. Many of the values that society derives from the provincial forests are also drawn from other Crown land bases (federal and provincial parks, Native lands, etc.) and from private lands. While there is no suggestion that these additional Crown lands and private lands be further regulated under the Land Use Plan, their contribution to society should be acknowledged and appreciated. Without their inclusion, the picture of values is incomplete.
>
> *The Future of Our Forests*, page 12.

An Overview of the Model

Figure 1 illustrates the organizational components and relationships of the recommended Land Use Commission model. This structure is based on the principles and design considerations described below.

Principles of a Land Use Commission Model

The design of the Land Use Commission model recommended by the Forest Resources Commission is based on the following principles, which were identified in the Commission's April 1991 report. These principles are based on public input to the Commissioners and complement those suggested by the generic land use planning model presented in Appendix 1.

The Land Use Commission model should

- provide independent, non-sectoral[1] leadership for land use planning;
- consider, in an equitable and visible manner, the full range of natural resource values;
- provide formal procedures for interdisciplinary planning and decision-making at local, regional, and provincial levels;
- consider economic, social, and environmental factors in all land use planning;
- establish working relationships between local, regional, and provincial governments, closing the gap between land use decisions at the boundaries between public and private lands; and

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1 Sectoral agencies represent a specific perspective on resource use such as parks, fish and wildlife, or mining. Therefore, a non-sectoral agency represents a general or neutral perspective.

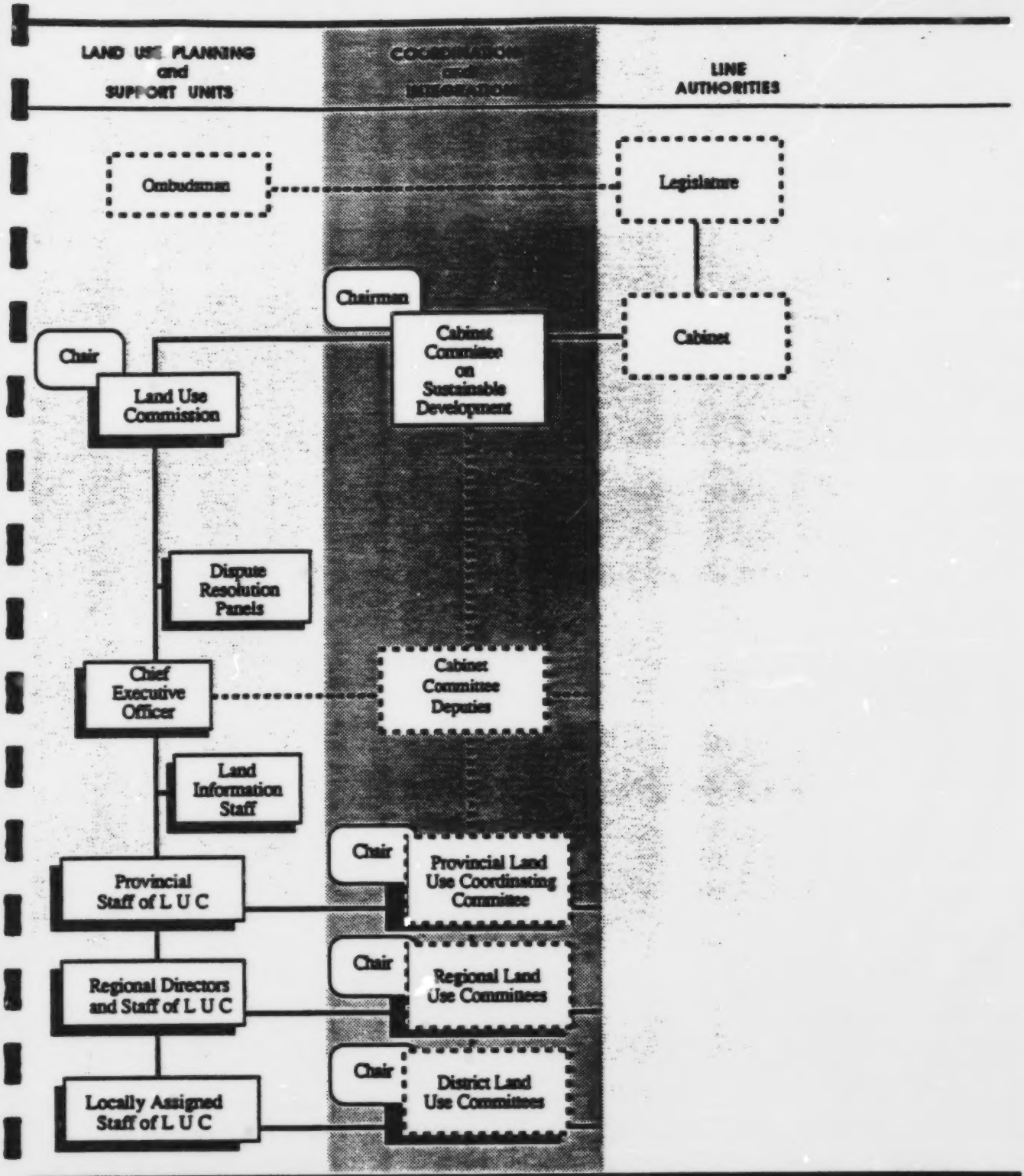

Figure 2

The Land Use Commission and Associated Administrative Units

shaded units are new

- provide for the involvement of stakeholders[1] in all land use planning.

Design Criteria Specific to a Land Use Commission Model

In applying the design considerations from the generic land use planning model to the Land Use Commission model, several choices are made on major issues. These choices give rise to the following structural and functional assumptions:

- The Land Use Commission model proposes a structural solution in which priority is placed upon addressing the public concern for independent leadership.
- The traditional cooperation between private and public land planning is maintained, but now formal mechanisms for the integration of objectives and programs are proposed at local and regional administrative levels.
- Information management is seen to be key to the successful implementation of the Land Use Commission model. To this end, coordination of information needs in support of land and resource use planning is vested in the Land Use Commission.
- A mechanism to resolve disputes is proposed as part of the Land Use Commission organization, to ensure independence from any particular agency or group.
- The Land Use Commission model proposes to separate responsibilities for maintaining and managing the land use planning process from the responsibility for managing resources or collecting revenues from resources.
- The Land Use Commission model proposes that public participation be brokered by a neutral body at each planning level. While specific public participation techniques would vary according to local circumstances, a general premise would be consensus-building negotiations among stakeholders and government agencies. Accountability for public participation in land use planning would rest with the Land Use Commission at the appropriate level.

The Land Use Commission

The provincially based Land Use Commission would comprise a limited number of Commissioners, representing a cross-section of regional and sectoral interests. The Commission's mandate, responsibilities, and structure would be established under a new "Land Use Commission Act". The Land Use Commission would report to the Cabinet Committee on Sustainable Development through its Co-Chairs. An experienced land use planning staff would support the Land Use Commission by managing the various components of the planning system.

The Land Use Commission model would provide independent, non-sectoral mechanisms to develop and deliver comprehensive land use planning in British Columbia. It would create forums for integrating a wide range of interests, and service the needs of both agencies and stakeholders involved in land use planning. To ensure provincial stakeholder involvement in the planning system, formal linkages would be developed between the Land Use Commission and provincial public advisory bodies such as the B.C. Round Table on the Environment and the Economy and the Forest Resources Commission.

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1 "Stakeholders" in this report refers to all non-government interests in the land and its uses, including tenure holders, public groups and individuals, and First Nations peoples.

The Land Use Planning System

Local Land Use Planning

The proposed land use planning system would respond primarily to land use issues at the local level. Existing forest districts are proposed as the most logical and effective unit for local land use planning, since infrastructure and information bases are already in place within those boundaries. Currently, there are 43 districts in the province.

Land Use Commission staff planners would chair multi-interest District Land Use Committees, involving locally based federal and provincial resource managers, representatives from local government and First Nations, and interested stakeholders. Comprehensive District Land Use Plans would be produced through a process of consensus-building negotiations among affected interests. While the Land Use Commission model makes no suggestion for further regulation of private lands, it acknowledges their important contribution through the direct participation of regional and local governments in land use planning.

A wide array of consultation methods would be available so that a large number of interests could be involved in the process of land use planning. The broader public would be informed as to the plan's progress and implications.

Regional Land Use Planning

Regional Land Use Committees would be established in six regional locations corresponding to current forest regions. Regional Committees would be chaired by Regional Directors from the Land Use Commission and with support from regional and provincial Land Use Commission staff. Membership on Regional Land Use Committees would represent regional interests of federal and provincial agencies, regional governments and First Nations, and stakeholders.

The Regional Land Use Committees would be responsible for integrating district level land use plans into a regional plan, interpreting regional impacts, and making recommendations to the provincial level. Working in a consensus-building environment, they would also coordinate the land use planning program in the region, address the resolution of impasse reached at the local level, and recommend solutions and approvals to the Provincial Land Use Coordinating Committee.

Provincial Land Use Planning

At the provincial level, the Land Use Commission would set goals, objectives, policies, and standards for land use planning; integrate sectoral system plans; approve land use planning products; liaise with provincial advisory groups; and approve district and regional plans and the land classification system.

The Land Use Commission would be empowered to coordinate interagency inventory assignments in support of land use planning projects at the regional and local levels. This function would also incorporate activities related to biophysical land classification and analysis of land capabilities.

To manage land use disputes that arise from land use planning, or to respond to assignments from the Cabinet Committee on Sustainable Development, the Land Use Commission would follow two possible courses of action. One would be to provide or arrange mediation for the affected parties. Alternatively, it would recommend the appointment of an independent appeal panel in those circumstances where all other avenues for resolution have been exhausted.

A Provincial Land Use Coordinating Committee is proposed as a means of achieving interagency coordination of policies and programs. This Assistant Deputy Minister level committee would be chaired by the Chief Executive Officer of the Land Use Commission and be supported by his or her staff.

Planning Products

As local and regional land use planning products are approved by the Land Use Commission, they will be used to refine provincial goals and objectives. The provincial Land Use Plan is seen as a mosaic of land use classifications reached through consensus-building negotiation among interests at the district and regional levels, following provincial objectives and standards.

The major products of this systematic, interdisciplinary, multi-level land use planning would be

- provincial land use objectives and guidelines refined at the regional level,
- comprehensive local and regional land use plans,
- a provincial land use classification system, with refinements to accommodate local conditions, and
- a forum for resolving land use conflicts.

Land use plans would be reviewed and evaluated on a regular basis, or as required by special circumstances, to assess their usefulness in addressing new or anticipated land use issues and needs. Monitoring mechanisms would be set up during each planning process to ensure there are periodic reviews for compliance with approved plans.

PROVINCIAL LEADERSHIP OF THE LAND USE PLANNING SYSTEM

The proposed Land Use Commission would be the key legislated body for sponsoring, supporting, and approving comprehensive land use plans in British Columbia. This leadership role for land use planning would be shared with Cabinet, which retains decision-making authority for particular functions. The proposed structure of the Commission, isolated from the model's other components, is illustrated in Figure 2.

The Commission's Administrative Structure

The Land Use Commission would consist of up to fifteen Commissioners, appointed by government to represent a cross-section of regional and sectoral interests. Their primary responsibility would be to approve local and regional land use plans. The Chairperson of the Commission would report to the Cabinet Committee on Sustainable Development through its Co-Chairs. The Commissioners would be the approving authority for local and regional land use plans.

The day-to-day work of the Commission would be carried out by an experienced land use planning staff. A Chief Executive Officer would be responsible for all work undertaken by the Commission and would liaise with the Commissioners. Two specialized functions would be associated with the Commission: the Land Information function, to coordinate information in support of planning activities; and the Dispute Resolution function, to assist in the resolution of conflicts.

The Commission staff would chair land use committees at the local (forest district), regional, and provincial levels. These committees would carry out planning functions appropriate to each of these three administrative levels. Processes for stakeholder involvement would be incorporated into each level of planning.

Functional Responsibilities of the Land Use Commission

To implement a system of comprehensive land use planning in the province, we recommend that the Commission and its staff be responsible for the following groups of functions:

<u>Land Use Classification System</u>

- Articulate goals and objectives, and develop land use classification systems and standards, to guide the preparation of district land use plans and their integration at the regional level.
- Incorporate public preferences and values into the design of a land use classification system.

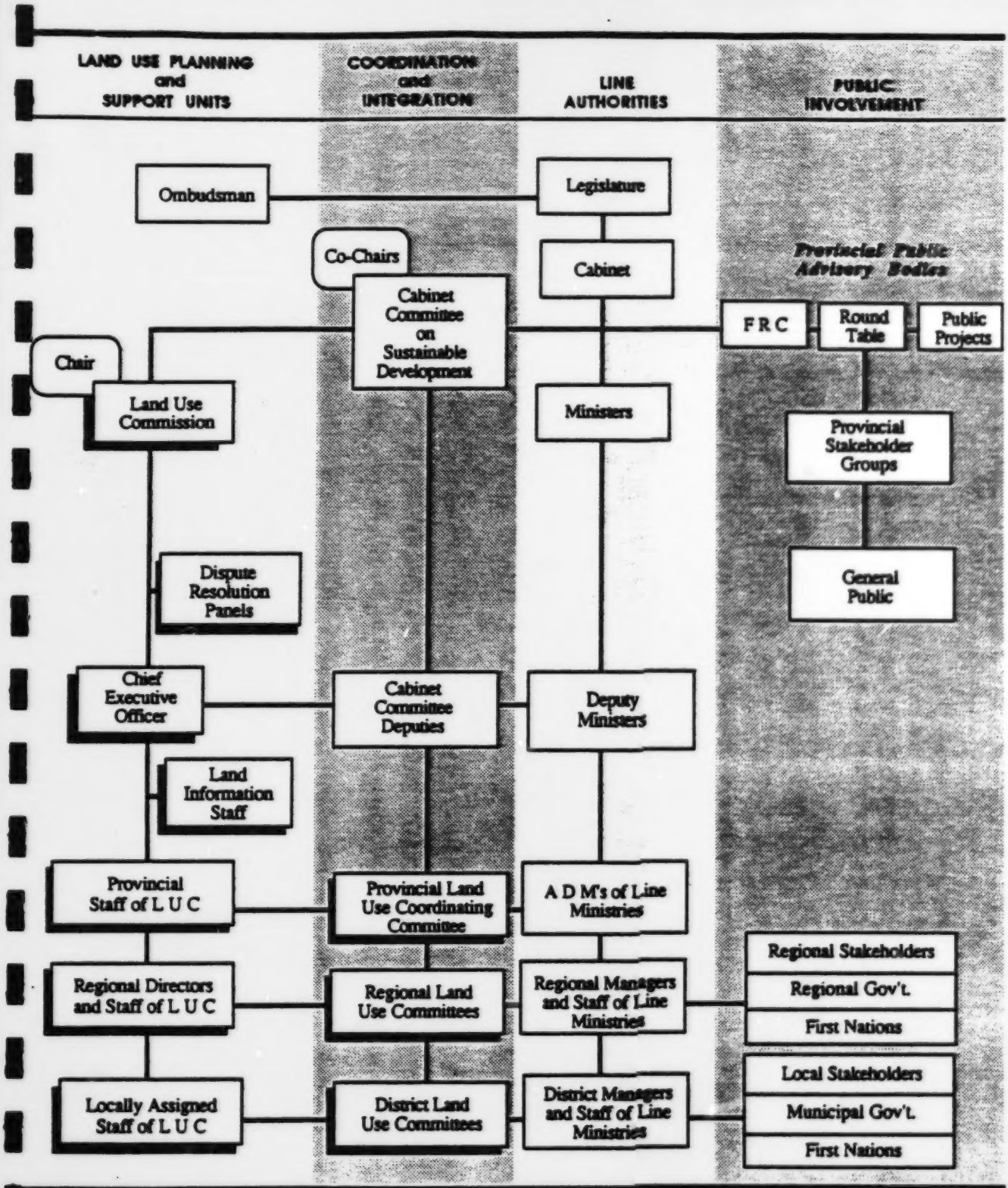

Figure 1

Land Use Planning Structural Units and Organizational Relationships Based Upon A Land Use Commission Model

Administration

- Assign responsibilities for land use planning functions to district and regional sub-units of the Commission.
- Provide independent, non-sectoral staff to provide support and to chair land use planning processes at district, regional, and provincial levels.

Land Use Planning

- Set overall goals, objectives, policies, and standards for a land use plan.
- Engage the representatives of resource management agencies, resource users, and general public stakeholders in the land use planning process.
- Integrate the land use provisions of provincial system plans, as prepared by various line resource agencies, with comprehensive district and regional level plans.
- Incorporate the land use provisions from the community and regional plans of municipalities and regional districts into comprehensive district and regional level plans.
- Approve district and regional land use plans that designate land units to particular land use classifications, and integrate these into a comprehensive provincial land use plan.

Conflict Resolution

- Establish dispute resolution and appeal mechanisms to deal with conflicts not resolved through regional and district land use planning processes.

Land Use and Capability Information

- Coordinate and set priorities for the inventory and mapping requirements in support of land use planning projects.
- Classify and evaluate the biophysical components of the land as a basis for developing land use plans.

Functional Responsibilities of Cabinet

The functions described above support land use planning. The final decision-making and system auditing functions necessary to the operation of the Land Use Commission would remain with Cabinet. These functions are detailed below.

Legislation

- Approve legislation and policy for the land use planning system, including the mandates of the structural units, the land use planning process, and the process of public involvement.

Advisory Bodies and Province-wide Public Involvement Processes

- Establish advisory bodies and province-wide public processes to assess broad public issues, interests, and preferences on land use. Examples of such bodies include the Forest Resources Commission, the B.C. Round Table on the Environment and the Economy, Provincial Parks and Wilderness for the 90s. and the Old Growth Strategy Project.

Decision-Making

- Approve the land use classification system and allocate classified land units to agencies with responsibility for resource management.
- Make final decisions on conflicts not resolved through regular or specially commissioned decision-making processes.
- Make final decisions on matters of compensation where this is a consideration for adversely affected parties.

Measurements of Effectiveness

- Assess the fairness and effectiveness of the overall system of designating land use classifications and allocating land units to line resource agencies.

A COMPREHENSIVE LAND USE PLANNING SYSTEM

While the Land Use Commission plays the key role in land use planning, other agencies, organizations, and individuals are also involved. The suggested interactions of these parties with the Commission are explained here in terms of the local, regional, and provincial mechanisms for planning.

Administrative Levels for Land Use Planning

The Land Use Commission model proposes a linked system of forest district (local), regional, and provincial mechanisms for preparing and approving land use plans. Each administrative level would have a formal committee structure to perform their assigned functions.

The land use planning committees and their work would be linked with one another through the leadership of appropriate staff from the Land Use Commission. Commission staff, working with regional and local committees, would be regionally based to ensure that land use planning priorities and procedures conform to local issues and circumstances.

Table 1 illustrates how the committee structure and functions are linked to form a land use planning matrix for the province.

Table 1. Administrative responsibilities of the Land Use Commission in the proposed land use planning model.

Administrative Levels	Summary of the Land Use Commission's Tasks at Different Administrative Levels	Process & Project Management
Forest District Level	- establish District Land Use Committees involving agencies and stakeholders - conduct local land use planning - integrate multiple interests and objectives - address local conflicts	Chaired by Land Use Commission Staff Planners
Regional Level	- establish Regional Land Use Committees involving agencies and stakeholders - conduct regional planning - integrate district land use plans - resolve local impasses and organize access to dispute resolution mechanisms	Chaired by Regional Director of Land Use Commission
Provincial Level	- establish provincial goals, objectives, policies, and standards for the provincial land use planning system - establish a Provincial Land Use Coordinating Committee at the Assistant Deputy Minister level - coordinate interagency land use planning programs - integrate system plans - provide information to support planning - provide independent dispute resolution and appeal mechanisms - liaise with provincial stakeholder groups	Chaired by Chief Executive Officer of Land Use Commission

Land Use Planning at the District Level

While the Land Use Commission is responsible for setting overall provincial goals, objectives, policies, and standards for the development of land use plans, the forest district (or local level) is the focal point of the proposed land use planning system.

In the proposed system, most planning resources would be directed to the production of detailed district plans that address the land use issues raised by agencies and stakeholders. To capitalize on the knowledge of practitioners and the availability of existing databases and infrastructure, the existing 43 forest districts would be adopted as local land use planning areas. At this level, a staff planner from the Land Use Commission would chair a District Land Use Committee that would be responsible for producing a comprehensive District Land Use Plan.

District Land Use Plans would be prepared in two phases to recognize the limitations of staffing and avoid the displacement of existing planning efforts, which staff and public groups are now committed. In the first 2 years, areas of urgent priority would be addressed, with the remaining District Land Use Plans being prepared in a second 2-year phase. Over the long run, improved inventories and other information will enable these early plans to be revised.

Current practice in land and resource management planning at the local level suggests that there is an intimate relationship between land use classifications and resource management activities carried out within those designations. Trade-offs are characteristically made between land designated to particular uses and the management practices applied to particular resources. For example, the amount of land designated to reserve status to protect wildlife values may be balanced by habitat protection in intensively managed areas. In community watersheds, protection by reserve may be balanced by logging practices that provide for lower levels of impacts on the water regime. In areas of visual sensitivity, reserved areas are balanced by landscape management activities.

In practice, stakeholders and resource managers involved in land use planning are unlikely to be satisfied with designated land uses, without being assured of the resource management practices that will be written into management plans and tenure agreements with resource users. At the local level, land use planning and resource management involve the same people. Agreement over boundaries of land use zones is unlikely to occur unless there is also agreement on the resource management practices to be applied within those zones. As a result, the system of land use planning and system of resource management planning must be integrated. This integration of land use plans with resource management activities is as equally important to conservation interests as it is to commodity production interests.

Public involvement at the local level is achieved through stakeholder participation on planning committees chaired by the staff of the Land Use Commission. The principle of stakeholder participation in land use planning could also be served through the "community forest resource boards" suggested in some of the public comments received by the Forest Resources Commission. To work effectively, such alternative structures would have to establish a working relationship with the Land Use Commission and with the staff of local resource agencies.

The following sub-sections explain the functions, participants, and typical issues at the district level of land use planning.

Functions at the District Level

Planning at the district level would include the following functions:

- Initiate and conduct land use planning according to the overall goals, objectives, and standards established by the Land Use Commission, and according to guidelines set by the Regional Land Use Committee to reflect regional variations.
- Assemble resource inventories, gather data where necessary, and conduct analyses to support the preparation of land use options.
- Identify the resource uses to be emphasized within the district's boundaries.
- Adapt the provincial land use classification system to district and regional circumstances and assign land classifications according to that system.
- Recommend broad resource management guidelines to direct the subsequent development of integrated resource management plans.
- Articulate the requirements for integration among resource users.
- Package the land use plan recommendations in the form of options to be decided at a higher level or in the form of a single plan achieved through local agreement.

Participants on District Land Use Committees

The District Land Use Committee would include local resource managers and representatives of the full range of environmental, social, and economic interests, specifically:

- Land Use Commission staff, as facilitators of the planning process
- local and, where necessary, regional managers and staff of the line resource agencies of government with an ongoing or potential interest in the land base
- regional districts, municipalities and First Nations representatives
- tenure holders and other resource users
- non-government organizations, locally-based, and where appropriate, regionally- or provincially-based
- interested and affected individuals, primarily locally-based but from outside the district where, to be fair, circumstances require recognition of outside interests

Typical Local Tasks

In preparing District Land Use Plans, the District Land Use Committee would undertake many complex and controversial planning tasks. The successful completion of these tasks would require consultation and negotiation between all interests in the district. The task descriptions below give some idea of the range of issues that could face the planning committee.

- Gaining acceptance for the overall land use planning process, tailoring the public involvement process to meet local preferences, defining the membership of the planning committee and other consultative bodies, and selecting methods to engage the wider public.
- Assessing the full range of values represented within the land area under consideration.

- Considering the economic, social, and environmental objectives, as well as the regional and local variations of provincial resource system plans.
- Managing the public credibility of the Land Use Commission, the participant resource management agencies, and the interagency coordination mechanisms. Concerns will arise over objectivity within the complex of sectoral interests, the staff capacity to provide effective field regulation, and the availability of definitive resource inventories and other critical planning information.
- Identifying the boundaries of sub-district level land units which can be reasonably treated as units for purposes of land use planning and resource management.
- Assigning land use classifications to land units.
- Specifying the permissible resource uses within land units and the relative emphasis that should be placed on each resource use within the district.
- Defining the broad guidelines for management practices that resource agencies and tenure or licence holders should incorporate into their resource management plans.
- Identifying the resource use levels, economic implications, social issues, and biophysical impacts that arise from the recommended package of land use and management guidelines.
- Establishing feedback and reporting procedures to ensure that independent audits of resource management activities demonstrate to the public that actual practices meet the envisioned requirements of the land use plan.
- Defining procedures for mitigating the negative impacts arising from specific provisions of the land use plan.

Typical Local Land Use Planning Process and Products

The following steps in a typical land use planning process would be applied at the local level by District Land Use Committees to produce District Land Use Plans. This process would be tailored by each Committee to meet the requirements of local circumstances. The same general process would also apply to other land use planning levels, with distinctions to accommodate respective regional or provincial issues and interests. These steps are:

- Obtain approval to conduct a land use planning process.
- Establish an interagency core group that is committed to the planning process.
- Identify land and resource use issues and other public concerns, and identify who might participate in the planning exercise.
- Set up a land use planning committee that has acceptable terms of reference, access to information, logistical support, process facilitation, and a realistic timetable.
- Identify detailed information requirements and conduct essential studies.
- Conduct an iterative series of planning sessions supported by professional information gathering, impact analyses of potential land use options, and consensus-seeking negotiations among the participants.
- Consult periodically with the wider public to check the acceptability of the planning process and the interim results.
- Present interim and final land use plans to decision-makers.

- Convey the approved plan to the agencies responsible for resource management.
- Review the resulting resource management plans for consistency with the approved land use plan.
- Link the process for auditing resource use activity for compliance with the intention of the approved land use plan to the public communication process.
- Modify, as needed, the land use plan, associated resource management guidelines, and the linkage with auditing processes to reflect changing circumstances.

Land Use Planning at the Regional Level

At the regional level, Regional Land Use Committees would coordinate regional priorities, respond to local land use planning needs, and conduct regional planning processes. To parallel the local committee structure, each Regional Committee would be composed of an array of agencies and stakeholders, and would be chaired by the Regional Director of the Land Use Commission. Regional administrative boundaries would conform to the six existing Forest Regions in the province.

As is the case in practice at the district level, there is also the requirement to link land use and resource management planning at the regional level. If, for instance, a regional resource management committee structure were to be re-established in the province, the function of a Regional Land Use Committee could be assigned to it. Again, the stakeholders and managers involved would be the same for either the land use or resource management processes.

Regional Land Use Committees would interpret provincial land use objectives for application at the district level, and would provide land use planning recommendations to provincial bodies.

Functions at the Regional Level

The following regional planning functions are less detailed than those performed by the district level. At the regional level, the planning emphasis would be on integration and coordination of the top-down, bottom-up communication process between the provincial and local levels. These functions are:

- Provide a regional interpretation of provincial goals, objectives, classification systems, and standards developed by the Land Use Commission.
- Set regional guidelines and specifications for District Land Use Plans to ensure that the plans can be effectively compared within regions.
- Assess and report on the combined implications of district level plans developed within the region.
- Create a regional land use plan by integrating District Land Use Plans, and negotiate boundary adjustments to ensure inter-district compatibility of land use plans and general compliance with provincial goals.
- Draw a pool of specialist resource persons from existing resource agencies, and provide technical information and research capacity to assist district land use planning.

- Conduct regional public involvement processes to engage stakeholders in reviews of land use issues that are larger in scope than those dealt with at the district level.
- Provide a dispute resolution service to the district level.
- Prepare annual and multi-year statements of priorities for developing planning products within the region and for preparing the budget estimates to support them.

Participants on Regional Land Use Committees

Participants on the Regional Land Use Committee would include:

A standing core group

- Land Use Commission staff
- Regional Managers from line resource agencies
- representatives from regional districts, municipalities, and First Nations

Rotating and issue-related members

- licensed resource users
- public interest organizations
- district line resource agency representatives
- interested individuals

Typical Regional Tasks

The Regional Land Use Committee would be oriented primarily toward providing coordination and support for district planning activities within the region. By comparison with the tasks facing the District Land Use Committee, those for the region would not likely be as controversial. They would, however, still require consultation between interests.

- Assess regional conditions and circumstances that affect the interpretation of provincial goals, objectives, and standards presented by the Land Use Commission.
- Assess the compatibility of district plans with one another, especially near their mutual boundaries.
- Identify the interactions among major land users and tenured licensees whose operations and interests cross district boundaries.
- Identify community and economic spheres of influence which cross district boundaries.
- Identify and negotiate trade-offs among interests that would allow district level plans to be integrated and rationalized into a regionally acceptable plan.
- Identify and reflect in the regional plan[1]: resource revenues; existing social, environmental, and infrastructure initiatives; and the land use requirements of line resource agencies.

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1 The regional plan results from the integration of District Land Use Plans.

- Identify resource use levels, economic implications, social issues, and biophysical impacts arising from the recommended package of land use designations and resource management guidelines in district plans.
- Arrange information support and conflict resolution services, taking into account the unequal decentralization and staffing levels of participating agencies.

Land Use Planning at the Provincial Level

At the provincial level, staff of the Land Use Commission would support the Commissioners in developing provincial goals, objectives, policies, and standards for land use planning. The Chief Executive Officer of the Land Use Commission would chair a senior Provincial Land Use Coordinating Committee, which would ensure there was land use program coordination and commitment among provincial agencies. The Provincial Land Use Coordinating Committee is the mechanism that provides the communication linkage between the Land Use Commission and participating line agencies.

In practice, the adoption of land use plans at the provincial level must be integrated with resource management plans. Line agencies would need to reflect on the resource management implications of proposed land uses because these affect provincial objectives for economic development, revenue generation, conservation, and regulation.

Functions at the Provincial Level

At the provincial level, the Land Use Commission staff would

- maintain land use planning functions and product approvals;
- coordinate information needs for planning, including the production of biophysical land classification and analyses; and
- provide mechanisms for conflict resolution and appeals.

The Provincial Land Use Coordinating Committee would

- maintain communications between the Land Use Commission and staff of participating line agencies;
- coordinate multi-agency support for district and regional land use planning processes by, for example, assigning staff time and gathering inventory and other land use information; and
- review district and regional land use plans to assess their implications for interagency cooperation during implementation.

Participants at the Provincial Level

Participants in the Provincial Land Use Coordinating Committee would include Assistant Deputy Ministers of provincial line agencies and their counterparts in Crown Corporations that have land use responsibilities (e.g., B.C. Hydro and B.C. Development Corporation).[1]

Provincial stakeholder groups would liaise with provincial advisory bodies or directly with the Land Use Commission. These provincial advisory bodies, such as the B.C. Round Table on the Environment and the Economy and the Forest Resources Commission, would liaise directly with the Land Use Commission.

Typical Provincial Tasks

Tasks at the provincial level of planning would focus on building government agency and public support for the land use planning system. For this reason, all values and interests would have to be represented when the following activities were carried out:

- Identify any divergence between agency mandates for resource use that would have to be balanced in comprehensive land use plans.
- Coordinate interagency involvement in the development of major resource system plans at the provincial level, including the timing of presentations for public review. These plans include, for example, Parks and Wilderness for the 90s, Ecological Reserves, and Old Growth Strategy.
- Coordinate interagency assessment of priorities during the annual development of estimates and expenditure plans related to staffing, resource inventory, and other information required to support the land use planning process at the local, regional, and provincial levels.

Specialized Functions of the Land Use Commission

We believe the development of central Land Information and Dispute Resolution functions would be essential to the effective operation of the Land Use Commission model.

Land Information Function

The proposed land use planning system must be able to coordinate priorities for information gathering to support planning processes. A common biophysical information base is also required against which land capabilities to produce various benefits can be measured.

A provincial Land Information function created within the Land Use Commission would have the following elements:

- Coordinate and integrate mapping and the development of geographic information systems, databases, and resource inventories required to support land use planning.

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1 The direct involvement of Crown Corporations at the provincial level would ensure integration of land use objectives for developments such as transportation corridors, reservoirs, transmission lines, or special economic development areas.

- Provide neutral information on land use to all parties in the land use planning process and assist them to gain access to specialized information that is normally resident in resource management agencies.
- Convene a process for establishing common boundaries for resource inventories and databases for planning.
- Conduct biophysical land classification and interpretation of land use capabilities.
- Assemble land use information from non-government sources, including stakeholder participants involved in the land use planning process.
- Undertake independent environmental, social, and economic analyses for use in land use planning.
- Coordinate and conduct fundamental and applied research to improve land use planning.

The timely completion of land use plans will rely on the ability of the system to access inventory information and translate it into useable forms for planning teams. It is essential, therefore, that this critical controlling function be linked directly to the independent planning function within the Land Use Commission.

The Land Information staff would convene the necessary forums for integrating resource inventory and mapping programs, and would advise the Land Use Commission as to the capability of inventory and mapping mechanisms to service the proposed planning projects. Such coordination would streamline interagency efforts to collect the most relevant information within a timeframe that is consistent with land use planning expectations.

A short-term priority for the Land Information staff would be to rationalize resource inventory boundaries among the responsible provincial agencies, and to negotiate agreements as to appropriate scales and levels of detail required for land use planning applications.

Land Information staff would be directly responsible for collating present land use and development information for each land use planning project, and for producing maps that use this basic information.

A central function of this group would be to generate biophysical land classification information as a prerequisite to land use planning projects. This function currently exists within the Ministry of Forests and Ministry of Environment, Lands and Parks and should be amalgamated into a unified activity by the Land Information staff.

Practitioners of biophysical land classification from the Land Information staff would provide expertise in capability analysis and would work with professionals from specific agencies to interpret sectoral objectives. These same practitioners would work closely with Land Use Commission planning staff and planning committees in the use of biophysical land classification during planning processes.

Resource inventories would continue to be done for specific purposes by the responsible provincial agencies. However, the information and mapping required to produce land use plans would be available and coordinated before local planning committees were formed.

Planning committees would regularly bring forward new information and additional demands for information, but the need for basic biophysical information and resource inventory data should not impede the progress of planning activities.

Dispute Resolution Function

Disagreements between competing interests will continue to emerge as planning processes evolve, new information becomes available, and points-of-view become better defined. As a result, processes and mechanisms to resolve conflicts must be an inherent component of the land use planning system. The purpose of these processes and mechanisms is to:

- resolve conflicts between interests at the lowest possible administrative level or at the source, and in a timely fashion;
- provide staff resources within the system, trained to manage multi-party negotiations;
- provide access to independent third-party facilitation or mediation services in exceptional circumstances;
- provide the opportunity for appeals to be presented where all other avenues have been exhausted; and
- separate elected provincial officials from daily conflict resolution, while ensuring their role as final arbiter of the public interest.

Under this land use planning system, we recommend negotiation-based planning that involves stakeholders in a consensus-building process to reconcile competing interests. Consensus-building, by definition, empowers all potentially affected interests to participate in a process that is not inherently biased in favor of current dominant land or resource uses.

A central requirement for effective consensus-building would be to involve participants who have the authority to make agreements with other interests on behalf of their constituencies. This presents difficulties for government agencies that express reservations over relinquishing decision-making control to local managers. While traditional approval responsibilities can remain with senior managers, local managers must be given sufficient powers to make agreements with other parties at the table, if government is to implement negotiation-based land use planning procedures. There must also be a commitment from all participants, including government agencies, to honor the agreements reached through consensus, recognizing that the process requires compromise among positions, though it can also accommodate changing circumstances over time.

Since competing interests must be reconciled during planning processes, planning staff of the Land Use Commission must be trained in the management of multi-party negotiations. This extends to negotiation among stakeholders, as well as between government representatives and stakeholders.

As land use planning processes evolve, impasses will certainly occur for various reasons. When this happens, participants must be able to refer the issue to the next administrative level for resolution, or to request independent third-party facilitation or mediation.

A Dispute Resolution function would be established within the Land Use Commission to respond to the need to resolve conflicts within the land use planning system. The staff for this independent function would report through the Chairperson of the Land Use Commission, and their responsibilities would be to:

- Resolve conflicts among competing interests that cannot be resolved by Land Use Commission planning staff within regular land use planning process at local and regional levels.

- Arrange for independent facilitation and mediation services to assist participants in local and regional land use planning processes to achieve agreement.
- Provide the Land Use Commission with an independent assessment of the factual basis of issues that are raised to the level of formal appeal.
- Provide for an appeal panel or panels to make decisions on land use designation conflicts arising from the local and regional planning processes.
- Provide for training and assistance in the design of negotiation-based consensus processes for Land Use Commission staff, staff of provincial agencies, and general participants in land use planning.

Local impasse would be referred to the Regional Director of the Land Use Commission. The Director would assess the dispute to determine if it could truly not be resolved at the local level, and also ensure that the work of local planning committees was not being unilaterally passed-over by one of the affected parties. Depending on the outcome of the Director's assessment, the dispute would be referred either back to the local level or to the Land Use Commission.

The Chairperson of the Commission would have several options available to address outstanding issues including:

- undertake to resolve the issue directly,
- recommend to the Commission that further work be undertaken at the source of the dispute, or
- appoint an independent third-party facilitator or mediator and recommend the appointment of an independent appeal panel to provide a judgment.

In the event that all other avenues for resolution have been explored, the Commission would appoint an independent three-person appeal panel to address the dispute. Appeal panels would be chosen from a list of candidates having expertise in various land use planning issues. The composition of panel members for an appeal board would depend on the nature of the dispute.

Decisions of an appeal panel would be binding on the Commission and the appellants. From time to time, Cabinet, through the Cabinet Committee on Sustainable Development, may review the decisions stemming from appeal panels to ensure ongoing consistency with government policy directions.

While mediation and appeal mechanisms must be available for resolving disputes, most resolution of competing interests should take place within local and regional planning committees. Issues that are raised to central agency review are more difficult for all parties to access and influence. It will be in the best interests of all parties to resolve issues at the local levels and to keep the number of high profile disputes and appeals to an absolute minimum.

ESTABLISHING A LAND USE COMMISSION MODEL

Legislative and Policy Base

A "Land Use Commission Act" would be required to constitute the Commission and enable it to create and apply the components necessary to administer land use planning.

Essential components of this legislation would include formulation of:

- the mandate of the Land Use Commission;
- the specifications for membership, number of Commissioners, terms, and reporting relationships;
- the responsibilities of the Commission for land use planning and decision-making;
- a generic planning sequence and the roles of government agencies and stakeholders in that sequence;
- the capacity of the Commission to constitute an independent appeal panel to adjudicate land use disputes;
- the requirements for formal reviews of planning system performance and effectiveness of land use planning products; and
- the linkages between the mandates of the Commission and those of provincial line resource agencies.

The Land Use Commission's legislative base must be sufficiently strong to ensure

1) that the province's land use planning functions remain clearly within the Commission's mandate; and
2) that all regulatory resource management agencies use the land use planning process and its products.

To this end, government should undertake a review of current resource-based legislation and introduce amendments to ensure that legislation is compatible with the Land Use Commission Act.

While a solid legislated foundation is necessary to provide stability and credibility in the system, great care must be taken to ensure that the legislation does not reduce the flexibility of managers and stakeholders to engage in a wide array of creative public involvement forums, or to make innovations in processes and products. The flexibility must be maintained so that methods for planning and public involvement can be established through policy, following experiments in meeting local circumstances and emerging issues.

Within the legislated framework, development of the policy requirements to support and guide land use planning should be a first priority of provincial level Commission staff, in consultation with their counterparts in the Provincial Land Use Coordinating Committee.

Cooperative interagency land use planning requires supporting policy within the participating agencies as well. Participation and commitment from all levels within key line

resource agencies would be critical to the operation of the system. To ensure this policy support, the Chief Executive Officer of the Land Use Commission must have direct access to the Deputy Ministers of the Cabinet Committee on Sustainable Development (refer back to Figure 1) whenever land use issues are on the agenda.

Staffing the Land Use Commission

The Land Use Commission Chairperson and members would be appointed through Orders-in-Council and chosen to represent the widest array of sectoral and regional land use interests. Membership would be limited to a workable number of Commissioners: we recommend up to 15 Commissioners, including the Chairperson.

The Land Use Commission would be supported by an experienced land use planning staff who would carry out the functions and responsibilities of the Commission at local, regional, and provincial levels. Land Use Commission staff would reside at the provincial level in Victoria and at least in those regional centers which correspond most closely to regional headquarters of regulatory resource agencies. Figure 3 illustrates the proposed structure of the Commission. The most economical procedure for staffing either an external or internal Commission would be through secondment of appropriate expertise from existing government agencies.

Implementation

Because the recommended land use planning system follows an external model, it requires an implementation process that includes both consultation among affected agencies and interests, as well as independent authority to make decisions.

The formation of an implementation team would be required to initiate the Land Use Commission model. Under this approach, the Cabinet Committee on Sustainable Development would select the Chief Executive Officer of the Land Use Commission and give that individual authority to do the following:

- Report directly to the Co-Chairs of the Cabinet Committee on Sustainable Development, independent of any regulatory line agency authority.
- Select a short-term implementation team from expertise inside or outside government.
- Interview and work with all parties under the authority of the Cabinet Committee on Sustainable Development.
- Develop criteria for appointing members to the Land Use Commission, and recommend potential candidates for the position of Chairperson.
- Create an outline of enabling legislation which can proceed to a drafting stage.
- Second staff with appropriate expertise to the Land Use Commission from existing agencies.
- Create the necessary organizational units within the Land Use Commission, and set up the major committees which support that organization.

The implementation team would be dissolved by the Chief Executive Officer at his or her discretion once the management infrastructure for the Commission was functional.

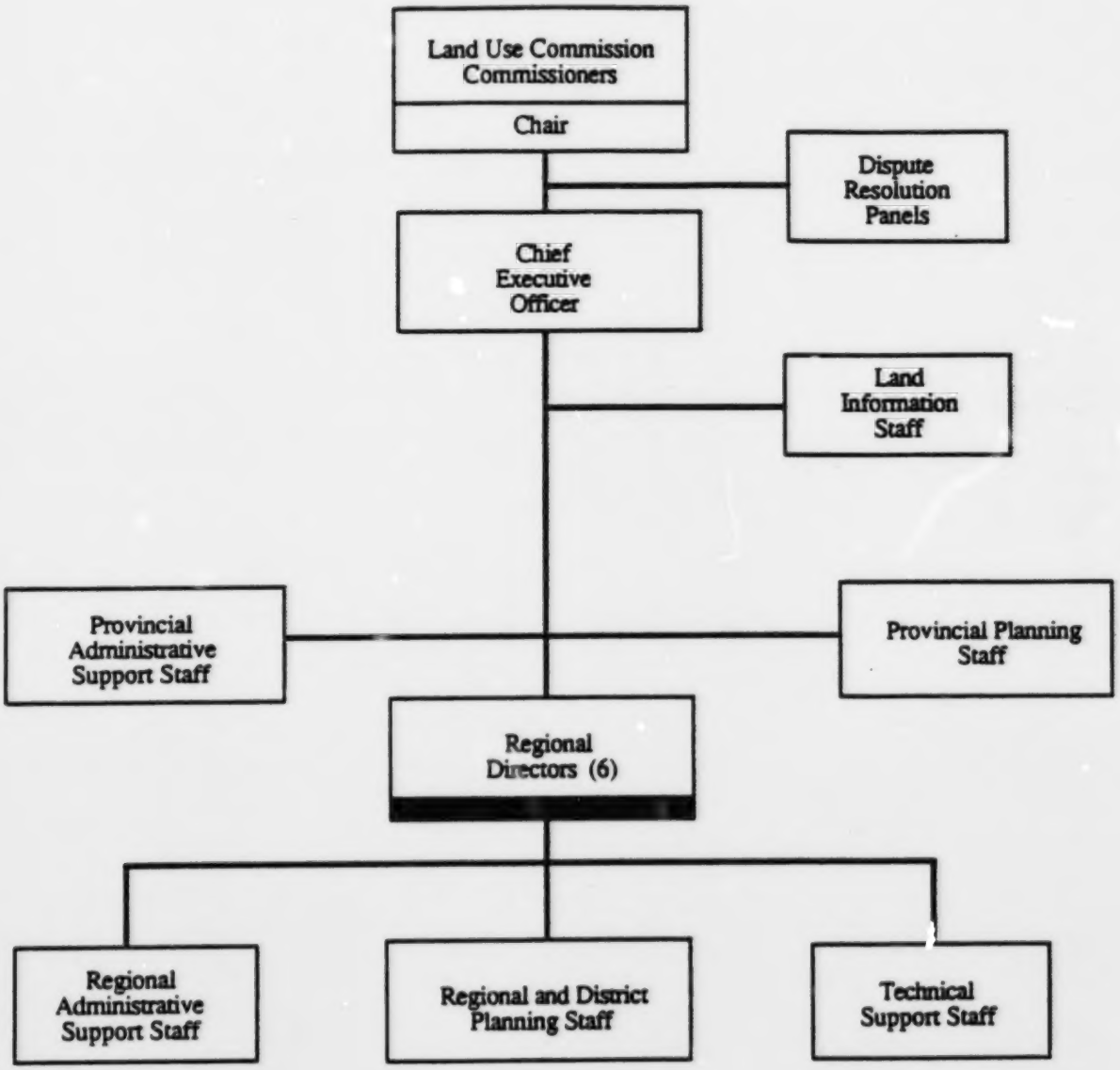

Figure 3

Land Use Commission Organizational Proposal

After the guidelines have been presented by the Chief Executive Officer, the Cabinet Committee on Sustainable Development would appoint a Chairperson for the Land Use Commission. The Chairperson, in conjunction with the Chief Executive Officer, would recommend Commission members for appointment by the Cabinet Committee on Sustainable Development.

APPENDIX I

DESIGN CONSIDERATIONS FOR A GENERIC LAND USE PLANNING MODEL

In our view, any land use planning model, to function effectively, should embody four key goals with their corresponding principles, as well as specific criteria that apply to its overall process and structure.

Goals and Principles

The alternative directions for land use planning and resource management planning in British Columbia are represented by the goals and principles described below. They suggest a planning and management orientation that differs from the one now in place.

Goal 1 - Fairness
To establish a fair and equitable land use planning process for Crown land allocation that reflects the full range of values and interests which the citizens of the province hold in the land and its resources.

- The processes for planning and allocating land and resource uses, as well as for generating and revising land and resource use policy, are fair, equitable, and understandable.
- All levels of the land and resource use planning process provide fair and equitable opportunities for public involvement and access to information.
- The planning process encourages the resolution of conflicts over land and resource use.[1]
- The planning process ensures that land and resource use decisions are fair and equitable to both present and future generations.

Goal 2 - Sustainability
To ensure that the designated land uses, and their associated management regimes, are environmentally, socially, and economically sustainable.

- The full range of societal values and interests are reflected in land and resource use plans.
- The province's biodiversity and natural ecological systems are recognized in land use plans.
- Management objectives are made explicit in land and resource use planning.

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1 Providing mechanisms for the timely resolution of disputes also contributes to the achievement of Goal 3 - Efficiency.

- The environmental, social, and economic effects of alternative land use designations and management regimes are identified.
- Environmental, social, and economic indicators are established to monitor the effects of human activities on the land and its resources.[1]

Goal 3 - Efficiency
To develop efficient and effective structures and functional assignments for planning.

- The structures to facilitate land and resource use planning are administratively and economically efficient.
- Agency initiatives are effectively integrated throughout the land and resource use planning system.
- Institutional arrangements and planning procedures are flexible and adaptive.
- The land use planning system is responsive to immediate as well as long-term needs.

Goal 4 - Accountability
To ensure land use decisions are made in a manner that is accountable to the citizens of the province.

- The responsibilities for land use decisions are explicitly defined and decision-makers are accountable to the citizens of the province.
- Land and resource use planning processes are explicit.
- The implementation of land and resource use planning decisions is monitored for compliance with the plan's original intent.
- Fair and equitable avenues for appeal are available to all affected interests.[2]

Design Criteria

The criteria for designing the processes, functions, and structures of a generic land use planning model are described below. Explanatory statements provide our rationale for including these criteria.

Design Criteria Relating to the Overall Process for Land Use Planning

These criteria, which influence the design of the components of the model, can be grouped into the following six themes.

1. Land use planning must be integrated with resource management planning.

   The authors believe that the integration of land use planning with resource management planning is essential. In practice, land use designations and resource management practices are integrated at the field level. This is because decisions on the character and

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1 Monitoring the effects of plans also contributes to Goal 4 - Accountability by ensuring that implementation follows the original intent of the plan.

2 The capacity to have decisions formally reviewed by an independent appeal mechanism is also related to Goal 1 - Fairness.

boundaries of land use designations usually depend on agreements among planning participants about what resource management practices will be carried out within designated units. At the regional and provincial levels, decisions in these two fields are, at the very least, interactive.

Land use planning includes the monitoring of resource management functions to see that they comply with the objectives of land use plans. In our experience at the local level, stakeholders involved in land use planning, and the general public, are deeply concerned with the mechanisms to be used to ensure that resource management activities follow proposed plan guidelines. Local planning processes that specify land uses include the development of resource management guidelines and monitoring processes to ensure that practices live up to the intent of the plan.

Finally, land use planning should effectively link the activities of various agencies responsible for resource management. This will ensure their work is integrated without compromising any one agency's authority to issue tenures, develop sectoral plans, and regulate and monitor activities.

2. The regional level performs a key functional role in a land use planning system.

   From our viewpoint, the regional coordinating and integrating functions provide for the essential communication link and interpretive filter between the provincial and local levels, making a top-down, bottom-up process possible. In addition to the coordination role, the regional level provides an essential forum for resolving local impasses before they reach the provincial level.

3. Land use planning activities must be phased to recognize limitations in staff and resources.

   Past experience with land use planning processes demonstrates the importance of phasing planning activities to ensure adequate support is in place. In implementing a province-wide system, time is required to put staff in place and set goals and standards for the process. Local land use planning would begin in areas of high priority, with remaining areas phased-in according to the availability of support staff and other resources.

4. Changes in structures and processes for land and resource use planning can improve the public's perception of the credibility of government.

   Two key changes can be made. First, the responsibility for the regulation and monitoring of revenue generation from resources should be functionally separated from the responsibility for resource stewardship activities; and the authority of the two functions should be balanced to avoid one overpowering the other. Second, effective public participation processes must enable stakeholders to scrutinize the efforts of all parties involved in land and resource use allocation and management.

5. Mechanisms for conflict resolution must be independent of sectoral interests.

   Where impasse occurs or issues are unresolved, mechanisms for conflict resolution should be integral to the system and include the capability of bringing processes to fruition in a timely manner.

6. Ultimate decision-making authority must rest with and flow from elected officials.

   As the final arbiter of the public interest, senior elected government representatives must retain final accountability for ratifying the products of land use planning and for deciding when disputes should be forwarded to the Cabinet level.

Design Choices Relating to the Structures for Land Use Planning

There are several choices that govern how a land use planning system could be structured to meet particular goals and objectives.

1. A land use agency can be either internal or external to the line public service.

   This choice involves balancing opposing goals. An external commission may be more effective in answering the public's concern of independence, while an internal "secretariat" system may be more effective may reduce costs by focusing on a process solution rather than a structural solution. In addition, an independent, external agency minimizes the possibility that line resource agencies will become engaged in cooperative power-sharing, which might otherwise occur in an internal model.

2. The functions of allocating land uses and integrating plans can be either assigned to a sectoral agency or allocated to a non-sectoral one.

   While stakeholders may agree on the need for a neutral agency to allocate land to various classifications and integrate a wide range of interests in land use plans, the technical staff and resources to perform these functions tend to lie within existing sectoral agencies. A similar choice exists in assigning information gathering tasks and using data in support of land use planning activities.

3. Functional responsibilities for land use planning can either be aggregated in one unit or dispersed into independent units.

   This choice rests on the degree to which blocks of functional responsibilities are already linked in practice; and on the relative weighting of authority to be given to the land use integration agent. On the one hand, the conflict resolution function, not yet in existence, could be assigned to an independent appeal board. Inventories of forest resources, on the other hand, may have to remain with the line resource agency.

4. Regional and local stakeholder involvement in land use planning can either be through a professional land and resource use agency integrator, or through some form of community-based resource boards.

   This choice rests on the degree of decentralization desired and whether or not integration of land use decisions should be brokered by a neutral body or by a stakeholder group. It also concerns the manner in which accountability for decisions is established, be it through formal accountability of agency staff or through other routes for stakeholders, such as elected positions.

5. The interaction between the planning systems for private and public lands could occur either through expanding the terms of reference for Regional Districts and Municipalities to include jurisdiction over Crown land, or by involving regional and local government bodies as stakeholders.

   This choice rests on the feasibility of mixing direct responsibilities for settlement lands and service issues, with responsibilities for resource lands and resource allocation and management issues.